March 11, 1999

The Honorable Albert Gore, Jr.
Vice President of the United States of America
c/o Boost for Kids
National Partnership for Reinventing Government (NPRG)
750 17th Street NW Suite 200
Washington, D.C. 20006

Dear Mr. Vice President:

The Good Beginnings Alliance (GBA) is pleased to submit this proposal to the National Partnership for Reinventing Government (NPRG) Boost for Kids Initiative. As President of the Good Beginnings Alliance Board of Directors and former President and CEO of American Financial Services of Hawaii, I share the Good Beginnings Initiative's commitment to create significant system change and make a positive improvement in the lives of Hawaii's children, their families, and their communities. Through collaborations, both statewide and within communities, I believe that GBA is poised to aggressively lead this partnership. It offers an established vehicle for local community input as well as a state focal point for cross-agency collaboration.

The Good Beginnings Initiative is a statewide, public/private partnership that aims to maximize healthy child development from before birth through the first five years of life. First by Executive Order in 1996, and then by Act 77 of the 1997 State Legislature, the Good Beginnings Alliance was formally recognized to spearhead efforts to create a coordinated early childhood education and care system. Our Good Beginnings infrastructure includes a statewide Board of Directors, an Interdepartmental Council of state agency directors and the Governor's Special Assistant on Children and Families, Good Beginnings County Councils with coordinators and outreach staff, and a small core of GBA staff.

The Good Beginnings Initiative operates in all four counties both at the county level and within local communities through developing groups of parent leaders. The Alliance serves as the coordinator and communicator between the Good Beginnings Councils and the state policy-focused Interdepartmental Council. It is within this context that the Hawaii performance partnerships will grow.

In the past two years, the Good Beginnings Initiative has garnered the support of Hawaii's leading private sector foundations including the Atherton Family Foundation, Samuel N. and Mary Castle Foundation, and the Hawaii Community Foundation. It has recently received a grant from the David and Lucille Packard Foundation, and is the locus for the Hawaii's Starting Point Project from the Carnegie Corporation of New York. These awards have provided GBA the opportunity to work both statewide and in communities to implement models linking families to services; and, to assist in the development of a framework to measure progress on achieving child, program, and system level outcomes.

Our community performance partnership strategy will be two-fold. First, we will work with communities to maintain focus on the state's goal and indicators and encourage community-determined actions to effect positive changes in keeping with the goal and indicators. Second, we

will focus on the nutrition of young children. Our nutrition initiative can be used as a model for other performance partnerships and assist in the development of a data system to measure progress.

Hawaii is poised to accelerate and act on current and emerging efforts to improve the health and early childhood education and care of our children in the communities across the state. GBA and the Governor and his administration are committed to use data to measure progress and manage resources to improve child wellbeing. The partnership will "boost" the movement forward by providing a joint leadership presence and direct technical assistance.

Thank you for your consideration of Hawaii's Boost for Kids proposal.

Warmest regards,

Robert R Midkiff
President
Good Beginnings Alliance
Past President and CEO of American Financial Services of Hawaii

HAWAII'S BOOST FOR KIDS

submitted by:

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to:

Boost for Kids National Partnership for Reinventing Government

March 12, 1999

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HAWAII'S BOOST FOR KIDS

Hawaii is well poised to better serve her children and families. Although there are many child-serving programs in our state, they have tended to operate in isolation, resulting in fragmented services, duplication of effort, and inefficiencies in resource use. Within the past few years, however, there has been a marked transformation in attitude and approach regarding our system of education and care for young children. At the state level, there is now greater cohesion and coordination in policy, planning, and partnering. At the community level, there is increased collaboration and integration of services and a stronger focus on the well-being of children and families. The latter changes are spurred by the development of community leadership, administrative, and communication infrastructures led by the Good Beginnings Alliance (GBA), the proposer of the present initiative.

The Boost For Kids initiative comes at an opportune time. It will assist Hawaii to capitalize on the strong state and community efforts currently underway to significantly affect the care and development of all children, particularly the most vulnerable. Progress will be accelerated as we work with the federal Boost For Kids partners to cut red tape, integrate services, and use current funds more effectively.

We have grappled with several questions while working on the development of performance outcomes. What will be the result of gathering data on outcomes? Will outcome data truly lead to better outcomes and to what end? We understand and are committed to the focus on outcomes as part of our performance system and to the development of the data infrastructure. In addition, we realize the importance of gathering people around an urgent community problem, agreeing upon a desired a outcome and set of indicators, and jumping right into the job of identifying and busting barriers to achieve the outcome. It is from the "gathering together" around a common problem that catalyzes actions to "change the way we do business" and results in improved outcomes.

With these understandings and realizations, we are embarking on a two-fold community performance partnership strategy. One part of the strategy involves working with communities throughout Hawaii to maintain focus on the state's goal and indicators and encouraging community-determined actions to effect positive changes for children in keeping with the goal and indicators. The second part targets the state's goal by focusing on the nutrition of young children. We believe our nutrition initiative can be used as a model for other performance partnerships and assist in the development of a data system that captures heretofore unavailable information.

GOAL AND USE OF DATA TO IMPROVE CHILD WELL-BEING

Our state's goal is: *All of Hawaii's children will be safe, healthy, and ready to succeed in school.* The core indicators that will be tracked to assess progress toward this outcome are:

- rate of unintentional injuries for which emergency room treatment is received
- rate of child abuse and neglect (reported and confirmed)
- percent of children covered by health insurance
- percent of properly immunized two-year olds
- percent of children in group care who receive a nutritious breakfast

- child poverty rate
- teen birth rate
- school readiness as assessed by kindergarten teachers

Hawaii's goal and indicators were developed collaboratively with many stakeholder groups and are endorsed by a broad spectrum of the community. Efforts are now underway to coalesce state and local actions around the outcome and indicators. For example, the GBA Interdepartmental Council, which is composed of the directors of state departments, will be providing support by: a) sharing data relating to the indicators; b) pooling resources and integrating data across departments; and c) serving as conduits for accessing resources to enhance the state's initiative. Community liaisons in all of the state's counties are reviewing how local agencies and programs can include the goal in their plans of work and identifying the county, state, and federal barriers that impede goal attainment.

Rather than developing a new mechanism, Hawaii is utilizing its well established and respected Kids Count for the measurement of goal and indicators. Funded by the Annie E. Casey Foundation, Hawaii Kids Count is a collaborative effort of the University of Hawaii Center on the Family, Governor's Policy Advisor for Children and Families, and the Hawaii Community Services Council. It presently tracks 24 indicators of child well-being, analyzes these state, national, and county data, conducts public awareness and educational campaigns on children's issues and disseminates the indicator findings in an annual data book. It also maintains a database on the status of children in Hawaii. Hawaii Kids Count will expand its scope of work to include monitoring the aforementioned indicators as well as other indicators that relate to the state goal. Moreover, as data permit electronic and print reports at the community level (i.e., county and judicial districts) will be issued.

READINESS AND COMMITMENT OF PARTNERS

Hawaii's readiness for the Boost For Kids initiative did not occur overnight. Rather, it was years in the making, but we now have the capacity to integrate efforts across governmental departments, from community to state levels, and across service and disciplinary fields. Our initiative is endorsed by a cross section of Hawaii's community (see Attachment A - H for letters of support from the chairpersons of the House and Senate Human Services Committees, the Mayor of Kauai, Hawaii Kids Count, and representatives from Maui, Kauai, Hawaii, and Honolulu counties). In this section, we present: a) a brief overview of the development of a coordinated system of care for children; and b) a description of the GBA, the public/private entity established to develop a coordinated early childhood education and care system in the state.

Development of Coordinated System of Care

Hawaii is unique among states in her integration of health, social, and educational services to young children and their families. The implementation of this important concept was instigated by Dr. Calvin Sia who developed the "medical home". With support from a federal grant, Dr. Sia trained physicians to provide comprehensive, coordinated care for all children, especially those with special health care needs. His advocacy for early child care and universal health care insurance was successful in galvanizing the attention and support of legislators and service providers.

In the mid-1970s, Hawaii's Healthy Start program was developed to improve family functioning, promote child health and development, and prevent child abuse and neglect, particularly among vulnerable families. A key feature of the program is its linkage of the family to a medical home and other needed services. The success of this program has led to its replication in other states.

In 1994 the Carnegie Corporation of New York called attention to the "quiet crisis" faced by our nation's youngest children and their families and urged adoption of an action agenda based on promoting responsible parenthood, guaranteeing quality child care choices, ensuring good health and protection, and mobilizing communities to support young children and families. As a follow up to this work, the Carnegie Corporation funded 14 Starting Points initiatives. Hawaii received one of these grants which brought many entities, that previously had been operating independently of one another, to focus on the above mentioned four goals. Based on its good progress, Hawaii's Starting Points received a renewal of its grant.

Description of the Good Beginnings Alliance (GBA)

The GBA grew out of Hawaii's long tradition of caring for her children. For the past decade, this tradition has given rise to a series of planning and program efforts to improve the quality, availability, affordability, and effectiveness of early childhood education and care (ECEC) services. These efforts culminated in the development of an ECEC Master Plan that was completed and presented to the Hawaii State Legislature in 1996. Following this, first by a 1996 Executive Order and then by follow-up legislation in 1997, the GBA was formally recognized as the state's public/private partnership to create a coordinated ECEC system.

The GBA is governed by a nine member Board comprised of representatives from the state's four counties, the Interdepartmental Council (see below for description), businesses, the early childhood community, consumers, and philanthropy. The Board determines policy and program priorities for the GBA with input from the general membership, working committees, and Good Beginnings County and Interdepartmental Councils. One of the responsibilities of the Board is to secure financial and other resources to support the work of the GBA.

The GBA has three separate but integrated entities that have been established to assist in the implementation of its mission and goals. They are as follows:

- Good Beginnings Councils (GBC). There is a GBC in each county whose members consist of representatives from the county government, service providers, consumers, businesses, non-profit agencies, and philanthropists. Each GBC assesses local strengths and needs, identifies barriers to goal attainment, and generates resources for community programs and services for families with young children. A master plan is developed by each GBC for its geographic area. The work of the GBC is facilitated by a coordinator who also assists with the implementation of the master plan.
- Interdepartmental Council (IDC). The IDC is GBA's public partner. It is the focal point for cross-agency collaboration and decision making relating to ECEC. Its members are the Directors of the Departments of Human Services, Health, Business and Economic Development and Tourism, and Labor and Industrial Relations and the Superintendent of Education. The IDC reviews collaborative and financing strategies, addresses system

priorities, and considers how local community needs can be met to improve early childhood outcomes.

• Service Integration Committee (SIC). The members of the SIC consist of program staff from IDC departments, community parents and leaders, state and local non-profit agencies, the GBC coordinators, and the GBA Director and staff. It serves as the focal point for community dialogue on the state's goal and indicators for children and how efforts at all levels and throughout the state can be coordinated for maximum effect.

COMMITMENT TO SUSTAINABILITY

There is convincing evidence that document Hawaii's commitment to a results based accountability system to improve outcomes for children and families. During the 1998 legislative session, three resolutions were adopted by the House of Representatives and Senate and signed by the governor that set the stage for the Boost For Kids initiative.

HCR 38, Establishing a State Policy for Improving the Well-being of Children, Youth, and Families, endorsed a set of child outcomes as state policy, encouraged private and public agencies to utilize the outcomes as a basis for policy and program development and for budgeting, and called for a more detailed set of outcomes and the ongoing measurement of progress toward achieving these outcomes (see Attachment I).

HCR 172, Requesting the Office of the Governor to Initiate a Partnership with the National Performance Review (NPR), was a move to reinvent Hawaii's state government by shifting to performance management and partnerships. It requested the convening of a steering committee to: a) advise the Governor on the goals of the NPR (now called NPRG, National Partnership for Reinventing Government) partnership; b) develop plans for a results measurement system, and c) develop plans for a performance partnership development mechanism (see Attachment J).

HCR 120, Establishing a Joint Legislative Committee on Early Childhood Education and Care (see Attachment K), identified 11 members of the House and Senate who will serve on the committee and outlined their responsibilities. The committee will encourage integrated and responsive policy and program plan that focus on the first five years of life that all state agencies serving children and families shall consider. It will also support the development of a data collection system to track outcomes and program effectiveness. Moreover, it will adopt a results based accountability system using benchmarks and indicators to coordinate efforts across agencies, between higher and lower levels of government, and between public and private groups at all levels of government, and track outcomes to provide for informed policy decisions.

A number of other actions have been taken to advance the move toward a results based, coordinated system of care for Hawaii's young children. First, in his state of the State address at the start of this year, Governor Benjamin Cayetano articulated his plan to reform how the state conducted business and his commitment to improve customer service, reduce inefficiencies and avoid duplication. He or his Chief of Staff will attend future GBA IDC meetings.

Second, there are follow-up measures before the 1999 legislature which is now in session. HB 1612 and companion SB 1573, *Relating to State Government*, propose to establish the Hawaii Performance Partnerships Board (HPPB) to encourage intergovernmental partnerships with federal

agencies and state, county, and community organizations for the purpose of measuring results in exchange for fiscal and regulatory flexibility in achieving shared goals. The Governor and Aloha United Way have committed staff and resources to the HPPB.

HB 261 and companion SB 191, *Relating to Children and Families*, require the University of Hawaii to develop standards to measure child development outcomes and make an appropriation to the university for a biennial public report tracking the state's children and youth in achieving the outcomes.

Third, under the leadership of the Chief of the Family Health Services Division of the Department of Health, key individuals from the Departments of Education and Human Services, GBA, Governor's Office, Hawaii Kids Count, and the University of Hawaii-Manoa (UHM) Center on the Family are collaborating on *Partnering to Improve Children's Outcomes*. The partners have adopted the state goal and indicators identified earlier in this proposal. In addition, they will be working on a nutrition project with a wider circle of partners (see section below for a description of the Nutrition Partnership). Their work is supported by a grant from the Department of Health and Human Services (DHHS).

Fourth, GBA has secured a \$250,000 grant from the David and Lucile Packard Foundation for core support and to improve child well-being through shared outcome measures. To achieve the latter, GBA is embarking on a community consensus building process and establishing a framework to maintain focus on the agreed upon state goal and indicators for children. It will work with communities through its Good Beginnings Councils to identify interim measures that can be used to track attainment of the indicators and how the data can be collected at the local level. It will seek broad participation from all constituency groups so that creativity will flow and many actions can be taken to achieve the desired outcome. The GBA will integrate its efforts with Hawaii Kids Count and the UHM Center on the Family to ensure that a quality data collection and reporting system is developed that meets both state and community needs.

At both the state and community levels, Hawaii is strengthening her capacity to enhance positive outcomes for children and families based on measurable outcomes. What is needed is a strong federal partner that Boost For Kids can provide which will provide the expertise to work with us on reinventing program administration and overcoming bureaucratic barriers.

POTENTIAL IMPACT AND TIME FRAME

Hawaii's Boost For Kids has the potential to help all of Hawaii's children to be safe, healthy, and ready to succeed in school. The strategy for this initiative is not to create yet another project, but rather to integrate and strategically position Hawaii's Boost For Kids within a network of efforts. How Hawaii's Boost For Kids will operate within this framework and the time frame for the plan of work is presented below. See Chart 1 for a schematic presentation of the Strategic Elements of Hawaii's Boost For Kids.

Strategic Elements of Hawaii's Boost For Kids

Design Team. The Design Team will ensure that Hawaii's Boost For Kids: a) fulfills its purpose; b) meets the milestones outlined in its plan of work; and c) communicates and works effectively with federal, state, and community partners. It will be comprised of the following individuals (note: other individuals may be added) who come from the community, governmental and private sectors, and academia:

- Elisabeth Chun, M.Ed., Executive Director, Good Beginnings Alliance.
 As the Executive Director of GBA, Ms. Chun is in an excellent position to mobilize a wide network of community, governmental, and private resources to support the present initiative. She was a classroom teacher and coordinated programs for the handicapped for the Hawaii Association of Retarded Citizens and Head Start Training Office. She also developed and administered the Child Care and Development Block Grant for the Governor's Office of Children and Youth and was a program specialist for the Child Care Programs in the Department of Human Services.
- Lynn Fallin, Governor's Special Assistant on Children and Families Ms. Fallin recently returned to Hawaii after almost three years as the Executive Director of the Oregon Commission on Children and Families. She formerly served as the Deputy Director of the Hawaii State Department of Human Services and Director of the Governor's Office of Children and Youth. In 1994 she was a Fellow with the Annie E. Casey Foundation where her work focused on community economic development at the federal level and in the private sector.
- Calvin Sia, M.D., Hawaii Medical Association and PI, Hawaii Starting Points Dr. Sia's strong advocacy in community pediatrics spans state and national levels and across the fields of early childhood education, special education, social work, nursing, and pediatrics. His vision for an integrated prevention and intervention program in early childhood has been realized in Hawaii's Healthy Start neonatal home visitors program, the Medical Home project, the Zero to Three Hawaii program, and Congressional bills to develop the Emergency Education for Handicapped Infants and Toddlers and Emergency Medical Services for Children system of care nationwide.
- Sylvia Yuen, Ph.D., Director, UHM Center on the Family
 Dr. Yuen has taught courses and developed programs and policies relating to children,
 families, and the elderly. She served as chairperson of the Governor's advisory boards for
 both children and families and elderly affairs, vice chair of the National Council on Aging,
 and is the current president of the National Asian Pacific Center on Aging. She was the PI
 or co-PI on several programs that are noted for their use of indicators.

Barrier Busters. Individuals serving as Barrier Busters may vary, depending on the impediment or problem. However, the Interdepartmental Council (see description earlier in this document) will have representatives with long-term membership. Barrier Busters will work with state and county personnel and the community to streamline administration, cut red tape, and maximize resources within and across governmental departments.

Systems and Community. The function of this committee will be assumed by the GBA Service Integration Committee (see description earlier in this document). The SIC will use its broad representation of community members to identify and offer solutions to the administrative barriers that stand in the way of efficiently and effectively serving children and families.

Nutrition Partnership. This emerging project is included in this proposal because of its relevance to Hawaii's Boost For Kids. It originated with the principal investigators of Partnering to Improve Children's Outcomes, a project funded by the DHHS to strengthen the state's infrastructure for data collection and usage. In developing new indicators for measuring progress toward the state goal for young children, they recognized: a) the link between breakfast and learning; b) that many children, particularly the poor and homeless, do not have good nutrition; and c) the potential impact of a breakfast program on the development of the data system while actually making a difference in children's lives. The nutrition initiative has become a compelling and concrete example of the way that state and federal government agencies, profit and non-profit organizations, and citizens can share data and responsibilities in seeking good results for kids.

Although still in the nascent phase, the breakfast/nutrition project aimed at children 0-5 years in group care has generated widespread interest and support. For example, the chairman of the House Human Services Committee (on his own volition) will be introducing a resolution endorsing the initiative and requesting public and private support. Other endorsements and commitments of assistance have been received from representatives of Hawaii's School Lunch Program, Expanded Food and Education Program, USDA Office, Women-Infant-Children Program, Homeless Shelter Unit, Headstart Program, and child serving agencies. We believe there is great potential in using the nutrition project as a model to demonstrate many aspects of Hawaii's Boost For Kids and are excited about the prospect of doing so.

Data and Evaluation. The UHM Center on the Family and Hawaii Kids Count will provide the leadership for data and evaluation. The former is in the final stages of production on *Family Touchstones*, an inaugural publication of the well-being of Hawaii's families based on measurable indicators that can be tracked over time. As mentioned previously, Hawaii Kids Count will expand its scope of work to include the present initiative. We recognize that Hawaii's Boost For Kids will involve an evolutionary process, and flexibility is required when working with communities with varying priorities and needs. Hence, Hawaii Kids Count will track the indicators listed earlier in this document, but others may be added as the project develops.

Resource Development. The Resource Development group will explore opportunities for and secure funds from charitable, private, and federal sources to support activities focused on the state goal for children. These may include activities at the community and state levels, but priority will be given to initiatives that consist of cross-sector/agency collaborators, are based on measurable outcomes, and have the greatest potential for success.

Timeline for Plan of Work

Hawaii's Boost For Kids is designed for sustainability, and it has the capacity to continue many years into the future. As with all initiatives, however, it is prudent to conduct periodic assessments and to determine whether the initiative should continue or be terminated. We will conduct a self assessment at the end of the first year and make modifications and corrections, as necessary, to our plan of work and how we function. We will conduct another assessment at the end of the second year to determine whether Hawaii's Boost For Kids should continue to operate for another two years. Our plan of work and timeline for the first two years are presented below.

Year 1

- meet via conference calls with federal Boost For Kids to discuss parameters of the initiative and to develop working partnership
- develop working partnership with newly created Hawaii Performance Partnerships Board (contingent upon success of HB 1612/SB 1573)
- meet periodically and work with IDC, SIC, and others on Hawaii's Boost For Kids strategic plan
- conduct forums led by GBA in each county to build consensus and maintain focus on the state goal and indicators for children
- use GBA, Good Beginnings Councils, and Hawaii Kids Count to work with communities to identify interim measures that can be used to track indicators and how data can be collected
- convene Barrier Busters to streamline administration, cut red tape, and maximize resources within and across governmental departments
- identify and prepare proposal/s for funds to support activities directed at state goal for children
- work with Nutrition Partnership to "fast track" project by cutting through county, state, and federal barriers
- publish and disseminate report on state goal and indicators via print and electronic formats
- conduct Year 1 assessment of Hawaii's Boost For Kids

Outcomes for Year 1

- 3 state administrative barriers identified and minimized
- 3 federal administrative barriers identified and minimized
- 3 new breakfast/nutrition programs established for children (e.g., at homeless shelter) as a result of "fast-tracking" project through county, state, and federal systems

Year 2

- continue conference calls and working partnership with federal Boost For Kids
- continue working partnership with Hawaii Performance Partnerships Board (contingent upon success of HB 1612/SB 1573)

- meet periodically and work with IDC, SIC, and others to advance Hawaii's Boost For Kids strategic plan
- conduct meetings led by GBA and Good Beginnings Councils in each county to maintain focus on the state goal and indicators for children
- conduct training sessions led by GBA and Hawaii Kids Count to work with communities to utilize indicator data to track progress and to electronically access Hawaii Kids Count data
- continue work of Barrier Busters to streamline administration, cut red tape, and maximize resources within and across governmental departments
- identify and prepare proposal/s for funds to support activities directed at the state goal for children
- work with Nutrition Partnership to "fast track" project by cutting through county, state, and federal barriers
- publish and disseminate report on state goal and indicators via print and electronic formats
- conduct Year 2 assessment of Hawaii's Boost For Kids

Outcomes for Year 2

- 3 state administrative barriers identified and minimized
- 3 federal administrative barriers identified and minimized
- 5 new breakfast/nutrition programs established for children as a result of "fast-tracking" project through county, state and federal systems
- private/federal funds secured to support activities directed at state goal for children

BALANCE IN GEOGRAPHY, DEMOGRAPHICS, AND FOCUS

Hawaii's Boost For Kids possesses all of the elements for success. It will be led by the GBA, a 501(C)3 organization that was established as a public/private entity after strong advocacy from the Hawaii Business Roundtable, Hawaii Community Foundation, and community members. The GBA has extensive community networks that reach every county in the state. The GBA will be joined on the Design Team by key officials from the Governor's Office, University of Hawaii, and Hawaii Medical Association who will provide leadership to the initiative. Participants of Hawaii's Boost For Kids--the Interdepartmental Council, Design Team, Service Integration Committee, Good Beginnings Councils, Barrier Busters, and others--represent the range of ethnic and cultural groups in Hawaii. Unlike the rest of the nation where a majority of the people are Caucasians, the Hawaii's Boost For Kids participants will mirror our state's population and consist largely of Asian and Pacific Islanders.

There will be representation from the counties of Honolulu, Kauai (includes the islands of Niihau and Kauai), Hawaii, and Maui (includes the islands of Maui, Molokai, and Lanai) on Hawaii's Boost For Kids. Although separated by the Pacific Ocean, our counties are easily accessible by airplane, telephone, and electronic communication. Our people live in very urban (Honolulu county) to primarily rural (parts of all counties)

communities. Although the specific actions taken may vary by community, all will be connected by their common focus on Hawaii's goal for children.

Hawaii's Boost For Kids will capitalize on the state's "readiness", the momentum of present programs and projects, and existing networks and mechanisms to achieve its goals. In turn, its work will accelerate the progress made at state and local levels to improve the outcomes for Hawaii's children and families.